

Implementation Plan

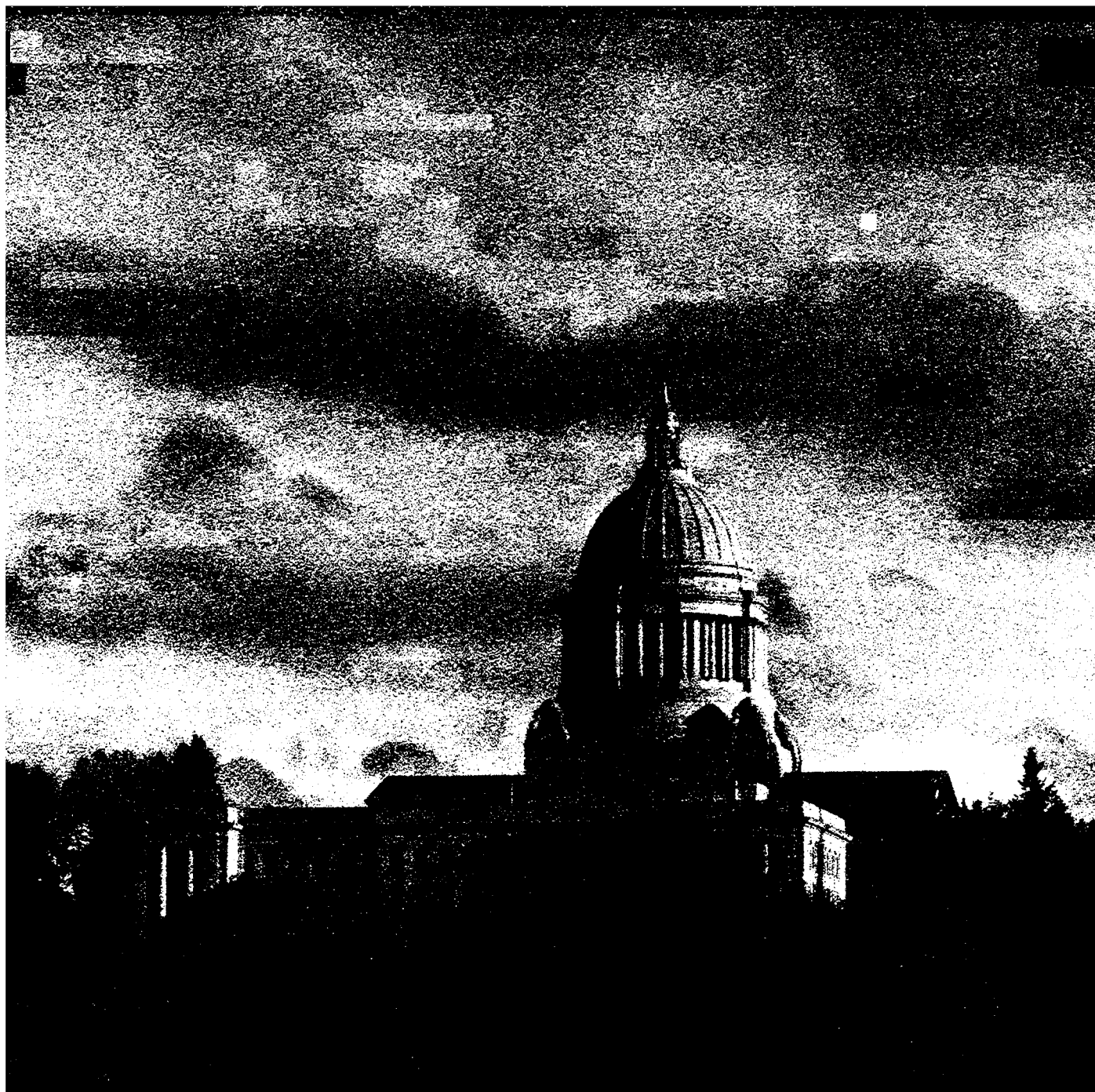
Strategy

Facility Development

Transportation Management Program

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A STATE DEVELOPMENT STRATEGY

We have demonstrated in previous chapters the need to accommodate the realities of today and anticipate the inevitable changes of state government in the future. Any strategy for developing state facilities in Thurston County depends on long-range comprehensive planning and close coordination with local governments. With those elements in place, the master plan will serve as a guide to decision-makers. It will:

- Aid the Governor's Office, the Office of Financial Management, the State Capitol Committee and the Legislature in establishing budget policies, in approving state projects in Thurston County, and in appropriating funds.
- Place authority in a single manager for overall coordination, policy, development and review, along with ensuring public involvement in the process.

A shared interest in carrying out the strategy among the state, local governments and private interests must be based on compatible goals and a mutual interest in assembling the necessary revenue. To be most efficient in carrying out the master plan, a single manager, the Department of General Administration, must have overall responsibility for the planning, design, construction, leasing, management and maintenance of state buildings in the capital area.

This plan should be updated approximately every six years to ensure an ongoing, thorough and systematic analysis of facility needs. Because the plan addresses the region as a whole, the state also should be involved in regional decisions about open space, transportation and the sharing of regional and state facilities.

A local review process should be created to promote the joint planning, partnerships and cooperation necessary to effectively implement the master plan.

INVOLVING THE PUBLIC

A successful feature of the master plan's public involvement program has been the variety of opportunities for participation, such as work groups, public forums and surveys. This section outlines a strategy to offer similar chances for the public to contribute as the master plan is carried out.

Inform the Public

The Department of General Administration must keep the public informed as the master plan moves ahead and must dedicate adequate staff for the job. Regular communication through newsletters and other media will serve the dual purpose of informing interested people and hearing their concerns in return. The public has shown a desire to be involved in planning, siting, design and environmental issues, and this interest must be encouraged.

Obtain Public Participation

As parts of the master plan are carried out, work groups should be formed to address specific technical planning issues. It might be appropriate to call on some of the same people and committees who worked on creating this master plan. Public meetings should be streamlined to cover a variety of issues and make them understandable to a wide public. For example, public meetings to review environmental impact statements could be combined with reviews of specific elements of the plan. At the same time, a clear process must be adopted to record and act upon public comment.

Determine Public Opinion

Surveys should be used to regularly determine the public's preferences about the master plan. Whether they are questionnaires or telephone surveys, they can be addressed to a regional population or targeted to specific interest groups. Standardization of parts of the surveys will make it easy to make comparisons from year to year and identify important trends.

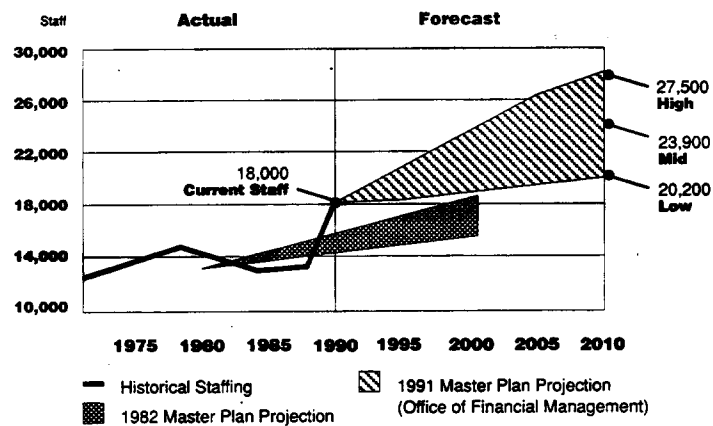
Facility Development

PLANNING FOR THE STATE'S EMPLOYMENT PROJECTIONS

If actual state employment reaches the upper limit of predictions, the state will need an additional 3.7 million square feet of space by the year 2010. This requirement equals the total space the state currently leases plus half the amount of space now owned by the state.

Most of the new space is needed for general office work, but there is also a need for warehouses, laboratories, computer centers and support facilities. This master plan is based on the highest of the state employment projections, but it can be adjusted to meet the state's needs if actual space requirements change over the next 20 years.

STATE EMPLOYMENT



By 1990, actual state staffing levels had exceeded the projections of the 1982 master plan. The current plan has been developed to accommodate a range of future growth.

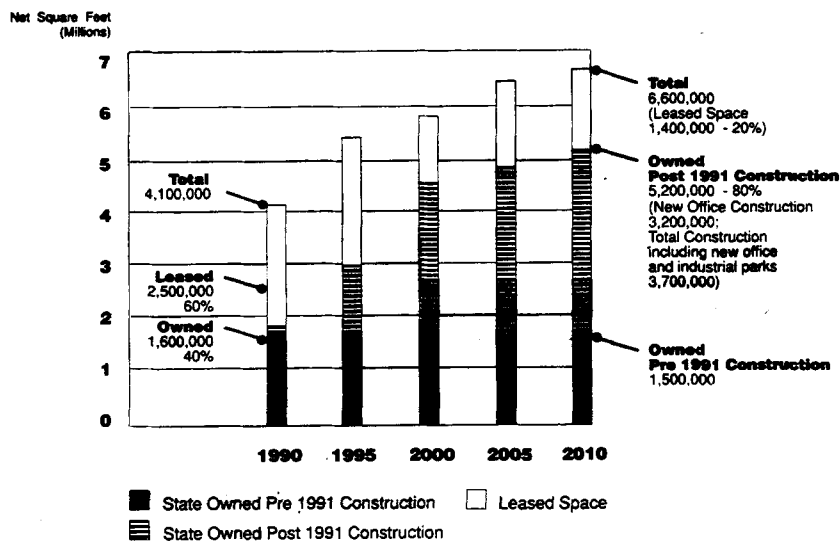
NEW PROJECTS

The Facility Development Program has identified several new construction projects, including both general office space and light industrial parks. This sequential process will gradually bring new space under state ownership over the 20-year period. Concepts establishing the Capitol Campus, Capital City and Capital Community must remain constant, even while construction dates and tenancy of individual buildings change to meet shifting circumstances. All future construction must first have a review of design and environmental effects and must be consistent with the master planning goals and transportation designs of the affected communities.

SEQUENCING PROJECTS

Satellite campuses in Lacey and Tumwater should be developed in enough density to support public transportation and ride sharing plans and encourage dependent care services, restaurants, banks and convenience stores. Any negative effects on local lease markets should be minimized by gradually reducing the amount of leased space occupied by the state. This is in step with the master plan's goal of reducing the proportion of leased properties to no more than 20 percent by 2010, a percentage based on the current national norm for state-owned and -leased properties. The state's fiscal and management resources must be used to carry out the facility development program in an orderly, cost-effective manner.

RECOMMENDED FACILITY DEVELOPMENT STRATEGY

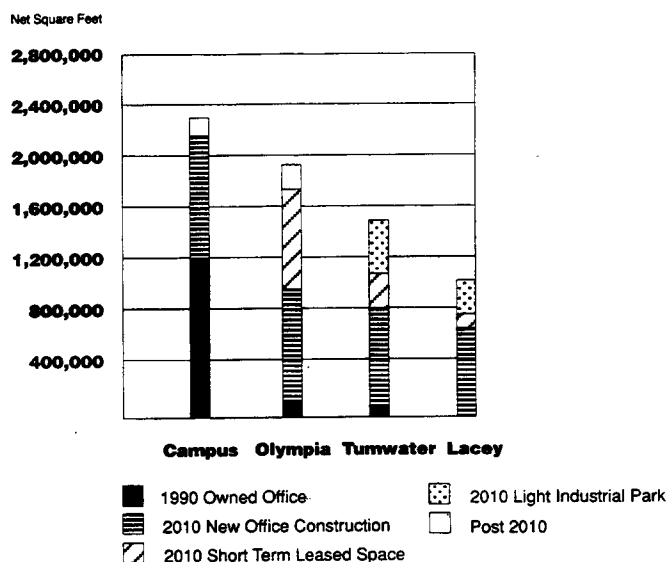


The plan advocates a strategy to reduce the amount of space leased by the state and to increase the inventory of state-owned facilities.

FACILITIES DEVELOPMENT PROGRAM AND SCHEDULE

The first construction projects completed will be three buildings already under construction or in the planning stages. The Natural Resources Building on the East Campus, the Labor and Industries Building in Tumwater and the Ecology Building in Lacey, are scheduled for occupancy no later than 1993.

ALLOCATION OF STATE FACILITIES BY AREA



By 2010, the amount of state-owned space will increase on the campus and in Olympia, Tumwater and Lacey.

Other construction projects in the master plan are proposed through 2010, when the last project should be completed. The schedule is based upon requirements to reflect the current needs of state government programs, more detailed planning, available resources and changing priorities.

The Washington State Capital Museum is listed as off-campus because its proposed sites are outside the existing campus boundary.

CONCEPTUAL FACILITIES DEVELOPMENT PROGRAM & SCHEDULE
(Net Square Feet)

Current Construction	Year	Campus	Olympia	Lacey	Tumwater
Natural Resources Building-Phase I	1992	285,500			
Labor & Industries Building-Phase I	1992				339,300
Ecology Building-Phase I	1993			258,000	
Total Current Construction		285,500		258,000	339,300
New Master Plan Construction	Year	Campus	Olympia	Lacey	Tumwater
Data Center	1994				105,000
Washington State Patrol Building	1995	135,000			
State Information Center & Signing	1995	—			
General Office Building	1995				190,000
General Office Building	1996	150,000			
West Campus Garage	1996	—			
General Office Building	1996		170,000		
Conservatory/Interpretive Center	1997	—			
Heritage Park	1997	—			
Washington State Capital Museum	1997		55,000		
Training Center	1997		20,000		
Industrial Park	1997				130,000
Industrial Park	1997			15,000	
Industrial Park	1997			280,000	
Industrial Park	1998				30,000
Natural Resources Building-Phase II	1998	200,000			
Temple of Justice Annex	1998	50,000			
Law Library	1998	55,000			
Pavilion & Tunnel	1998	—			
General Office Building	1998				115,000
General Office Building	1999			230,000	
General Office Building	1999		340,000		
Industrial Park	1999				20,000
General Office Building	1999				135,000
Legislative Support Building	2000	50,000			
General Office Building	2006			150,000	
Multi Agency Building	2007		260,000		
Total New Construction		640,000	845,000	675,000	725,000

CONCEPTUAL FACILITIES DEVELOPMENT SUMMARY*
(Net Square Feet)

Type of Construction	Campus/Olympia	Lacey	Tumwater	Total
Current Office Space Construction	285,500	258,000	339,300	882,800
New Office Space Construction	1,485,000	380,000	545,000	2,410,000
Total Office Space Construction	1,770,500	638,000	884,300	3,292,800
Percentage of Total Office Space	54%	19%	27%	
Industrial Park Construction	0	295,000	180,000	475,000
Total Construction	1,770,500	933,000	1,064,300	3,969,800

* Schedules and net square feet are illustrative only. Available resources, changing state programs and priorities, and more detailed planning will require adjustments to these charts.

CRITERIA FOR LOCATING NEW DEVELOPMENT

The question of which agencies must locate on the Capitol Campus or off-campus in Olympia, Tumwater or Lacey is an important one, and in considering it the following objectives must be examined:

- Supporting long-term agency growth.
- Achieving goals for local land use, transportation, the environment and urban design.
- Maximizing long-term economic investments in land, infrastructure and development costs.
- Enhancing the public service functions of agencies.

SUPPORTING DEVELOPMENT

The state will need to undertake a series of actions, each one critical to making the master plan work. A preliminary schedule of these tasks is presented below.

- Develop implementation plan for state facilities in Thurston County — 1992. This plan will include methods for providing funding, subordinate master plans, public outreach, local government coordination and ongoing planning.
- Develop master plan for satellite campuses and Olympia — 1992.
- Develop industrial park master plans — 1992.
- Conduct geotechnical and hydrologic surveys — 1992. These studies will test soil conditions where they might affect development, such as on embankments north of the Temple of Justice.
- Adopt campus streetscape standards — 1992. Standards for paving, benches, lighting, landscaping and signs.
- Establish land bank authorities — 1993. Present authority of law must be provided to allow assembling and purchasing land for off-campus development.
- Provide funding to establish land bank — 1993.
- Develop a transportation management program — 1993.
- Develop leasing policy — 1993.
- Develop facility maintenance plan — 1993.
- Renovate East Campus Garage and re-landscape East Campus Plaza — 1993.

- Provide public transportation improvements — 1994.
- Renovate General Administration Building — 1995.
- Renovate and improve landscaping of East Campus Garage — 1997.
- Develop Arboretum — 1997. An Arboretum along the western perimeter of the campus will complement the new Conservatory and Interpretive Center.
- Develop a master plan for the area east of Jefferson Street — 2000. Long-range plan for the development area on the East Campus east of Jefferson Street.
- Improve Capitol Way between 11th Avenue and Maple Park — 2000.
Reconstruct Capitol Way by master plan guidelines.

DEVELOPING A LEASING STRATEGY

To improve leasing practices, the Department of General Administration will develop a strategy to evaluate current leasing procedures and propose needed legislative or funding changes. General Administration also must gather information on the amount and condition of leased and owned facilities to identify needs and priorities.

Inadequate leased spaces will be replaced with leases in larger or more appropriate buildings.

CONDITIONS FOR LEASING SPACE

If one of the following conditions exists, it might be advantageous for the state to lease space:

- Space needs of only five to ten years are anticipated, or longer if there is no plan to own a property or there will be a long planning period prior to ownership.
- Only a small amount of space is needed and no savings is gained by consolidating with other agencies, and building and owning a small, single-purpose building is not economical.
- Flexibility is needed to accommodate widely fluctuating space needs and, therefore, a short-term financial obligation is the best solution.
- Ownership of a building is preferred, but funding is lacking.
- Agency programs are best served by short-term siting of facilities.

NEW LEASES MUST MAXIMIZE THE STATE'S INVESTMENT

A new leasing strategy is needed to reduce the overall number of leases and limit the amount of inefficient space. Any long-term plan for leasing must be done at the same time as a plan for ownership, developed at four- to six-year increments and updated each biennium.

Leases should be written based on standards of the Building Owners and Managers Association (BOMA) to make sure they are compatible with current practices. Build-to-suit leases should be negotiated and signed before construction to allow for quality buildings constructed to state specifications. Property management responsibilities and levels of service must be defined in all leases.

Three levels of rating the performance of leased buildings must be developed by the state.

- First is the minimum level of performance required in any existing or newly leased building, which includes access for the disabled plus life safety, health and interior quality. This standard is easily met by most current leases.
- Second is the level of quality for new buildings leased with 5- to 10-year terms.
- Third is the performance achieved on a long-term lease, or in buildings which are leased-purchased and the state chooses an ownership position.

The Department of General Administration will request authority to sign longer-term leases, such as 10-year leases with two 10-year options. Leases should allow the state or a state's representative to plan the interior design and development of a building to ensure state standards for improvements are met. Furniture purchased under state contract at favorable terms may be part of tenant improvement costs and may be included with long-term leases to achieve the best use of leased space.

Transportation Management Program

In this master plan, the state recognizes an opportunity to craft an efficient, environmentally sound plan for transportation and parking in the capital region. Its goals are simple: to reduce the number of state employees using single-occupancy vehicles by up to 30 percent by the year 2010 and to encourage greater use of alternative transportation, such as public transit, bicycles and walking.

The Department of General Administration must play the lead role in carrying out the plan, which should include provisions for management, information distribution, incentives, monitoring and enforcement.

The success of this program will depend on a strong commitment to transportation management by agency department heads. Funding levels must be maintained to pay for annual monitoring and evaluating. The strategy must evolve to meet the growing demand for ride sharing, parking and public transit.

The state should encourage the cities of Olympia, Lacey and Tumwater to work together with the state toward a regional transportation program or local transportation policies to complement the state plan.

A plan for incentives and disincentives will be further developed to move toward achievement of transportation goals:

ENCOURAGE FLEXTIME

Morning and evening peak-hour trips could be reduced by encouraging agencies to establish flex-time working schedules where possible. This could significantly reduce congestion at problem intersections.

MANAGE PARKING TO ACHIEVE TRANSPORTATION GOALS

Adjustments in the supply of parking spaces at new state buildings should be made incrementally until the number meets the goals of the transportation plan. Employee parking rates must be increased gradually until they are in line with cost and market rates. This will provide additional money to pay for building new parking facilities, as well as discourage employees from bringing one-occupant vehicles to work. At the same time, close-in parking should be provided for carpoolers at reduced prices.

The trend away from assigned parking toward designated employee parking zones should be continued. Impacts on neighborhoods and local businesses caused by spillover parking must be minimized.

MAKE RIDESHARING AN ATTRACTIVE ALTERNATIVE

Employees who choose public transit or carpooling or otherwise leave their cars at home should be encouraged by providing subsidies or other incentives. If the incentive takes the form of a monthly subsidy, employees could use the money for transit, vanpooling or purchasing a bicycle. Or, they could pocket the cash and walk to work. A trained transportation coordinator should be designated at each state agency to be a source of transit information and informal ride-matching help. Safe drop-off areas for transit riders and ride sharers should be provided, with convenient access to the work place.

ENCOURAGE BICYCLE COMMUTING

Showers and lockers should be provided in all new office buildings or building groups to encourage employees to ride their bicycles to work. Where feasible, older buildings should also be fitted with showers and lockers. Secure, covered but unobtrusive parking spots for bicycles should be provided near new and existing buildings.

ENCOURAGE WALKING

It should be easy for employees to walk to, among and between buildings and building clusters. Convenient pedestrian linkages should be provided and, where aesthetically pleasing, they should be covered or otherwise shielded from inclement weather.

EXPLORE AN "AUTO-RIDE" SYSTEM

A regional computerized "Auto-Ride" system should be explored. This instant electronic ride-matching system could eventually link employees in the entire metropolitan area by telephone and a central computer. Employees could request or offer rides to specific destinations any time of day. Employees offering a specified number of rides per month might be reimbursed for mileage or paid an incentive.

PARTICIPATE IN A COMMUTER INFORMATION SYSTEM

The state should urge Intercity Transit to participate in METRO's (Seattle) Commuter Information System to gain access to ride-matching, transit and park-and-ride information from King and Pierce counties. Snohomish County and Pierce Transit are already hooked up to the METRO system. Park-and-ride lots should be considered for communities south of Olympia and Tumwater, including Centralia and Chehalis.

EXPLORE TELECOMMUTING OPTIONS

Telecommuting from remote state offices works especially well for information-processing divisions and could help other regions in need of economic development. As development of remote satellite offices offsets the need for future state office development in Olympia, the total number of employee trips in the Olympia area will be reduced.

EXPLORE REGIONAL TRANSPORTATION LINKS

The state should look at opportunities to attract commuter air service from areas such as Portland and Eastern Washington to Airdustrial Park in Tumwater, with express bus service to the Capitol Campus and downtown Olympia. The master plan also provides for commuter docking space at or near Percival Landing should a water transit system on Puget Sound become a reality. As demand increases, the Capitol Shuttle should be expanded to include a Percival Landing stop. Traffic delays on Interstate 5 and U.S. 101 are not now enough to justify a marine link to Olympia, but the chance to connect with a regional water transit system should be considered for the future.

Funding

Finding the financing to implement the master plan will require imaginative approaches to funding. Education, social services and other important state programs are in competition for the state's limited debt capacity, which will almost certainly mean that not all state office facilities will be funded from traditional sources. Thus, financing alternatives will be needed to push forward with implementation of the master plan.

The Office of Financial Management will coordinate the evaluation of funding options and make recommendations to the Governor and Legislature.

PROMOTE DEVELOPMENT PARTNERSHIPS

Joint development should be encouraged to develop state facilities as an integral part of local community plans, requiring a partnership between at least two jurisdictions. The master plan identifies three possible participants: the state, local governments and private interests. Each participant will make individual contributions to the partnership.

State Contributions to Development

The state can provide needs analysis and forecasting; acquisition of land; master planning; facility planning and design; environmental impact review; transportation and socio-economic analysis; business and residential relocation; and funding for facilities, on- and off-site improvements and utilities.

Local Government Contributions

Local governments could contribute land acquisition, vacating street and alley rights-of-way where appropriate; resolution of traffic and utility issues; participation in construction and management of shared facilities, such as parking garages, parks and streets which serve both the state and the local community; improved policies for shuttles, ride sharing and flexible work hours; potential joint use of structures that serve both state and local needs, such as parking lots, conference rooms or auditoriums; evaluation of the viability of first-floor retail space; streamlining permit and regulatory processes; and comprehensive land use planning to support the state's master plans.

Contributions from the Private Sector

The state might look to private interests for help in funding facilities and building improvements; joint use or management of retail space, residences, office space and parking facilities; interim financing and development, such as lease-purchase or turn-key developments; assistance in acquiring and assembling land; and assistance in master planning, design and development strategies.

USE REVOLVING CAPITAL DEVELOPMENT FUNDS

The Revolving Capital Development Fund is a self-generating fund which will be evaluated as a way to raise revenue for capital improvements and costs related to completion of the master plan and development of nearly four million square feet of space. This option would allow the state to charge rent to agencies that occupy state owned or leased space, including offices, laboratories and warehouses. Money raised from the rent would be used to pay for developing, leasing and operating space. This option represents a major policy shift for agency budgeting, and thus would require enabling legislation to carry it out.

Making the Vision a Reality

This master plan proposes a vision for Washington's capitol of the future that is lofty in its ideals yet strong and decisive in its provisions for seeing them achieved. It seeks to preserve and enhance the Capitol Campus as the ceremonial seat of state government and a place of spectacular beauty and historical interest. It calls for sensible and efficient development of state facilities in the Capital Community, reflecting the plan's role as a model for sound growth management and community cooperation. It supports Olympia's role as the Capital City with an orderly plan for new downtown development and open spaces visually linked to the Capitol Campus. Finally, it provides for a flexible, evolving work place in which state employees can conduct the state's business and effectively serve the public into the next century.

The goals of this master plan are ambitious and achieving them will require a sincere commitment from the state's lawmakers, employees, businesses and residents. This document peers into the future to tell us what work we can do beginning right now to develop and extend the Capitol of the State of Washington, protect its heritage and guarantee its special place in the educational, cultural and environmental life of its people.

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Credits

Steering Committee

K. Wendy Holden - Department of General Administration
Nancy Abraham - Department of Information Services
Chuck Clarke - Department of Community Development
Joe Dear - Department of Labor & Industries
The Honorable Ralph Munro - Secretary of State
The Honorable Joel Pritchard - Lieutenant Governor
Larry Seale - Office of Financial Management
Mary Riveland - Department of Licensing
Dick Watson - State Energy Office

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K. Wendy Holden - Department of General Administration
Nancy Abraham - Department of Information Services
Robert Arndt - Department of General Administration
Doug Baker - City of Tumwater
Ken Black - City of Olympia
Chuck Clarke - Department of Community Development
Dick Cushing - City of Olympia
Joe Dear - Department of Labor & Industries
Grant Fredricks - Department of General Administration
Bill Henselman - Department of Transportation
Alan Kurimura - Department of General Administration
Alan Momohara - Department of General Administration
The Honorable Ralph Munro - Secretary of State
Bob Patrick - City of Lacey
The Honorable Joel Pritchard - Lieutenant Governor
Randy Riness - Intercity Transit
Harold Robertson - Thurston Regional Planning Council
Bill Robinson - Washington State House of Representatives
Larry Seale - Office of Financial Management

Leonard Smith - City of Tumwater
Ken Solt - Department of Natural Resources
John Swander - Department of General Administration
Dick Watson - State Energy Office
The Honorable Al Williams - Washington State Senate

Planning Work Group

John Anderson - Department of Information Services
Robert Arndt - Department of General Administration
Ken Black - City of Olympia
Kyle Castellano - City of Olympia
Rich Cobb - City of Lacey
Louis P. Cooper, Jr. - Department of General Administration
Rich Costello - Department of Fisheries
Bill Croft - Department of Employment Security
Pam Davidson - Office of Financial Management
The Honorable Ray Dinsmore - Port of Olympia
Grant Fredricks - Department of General Administration
Bill Freund - Washington State Senate
Maris Grobins - Department of General Administration
Jerry Hendricks - City of Tumwater
Bill Henselman - Department of Transportation
Les James - Department of Social & Health Services
Meredith Jennings - Department of General Administration
Don Krupp - Department of Community Development
Alan Kurimura - Department of General Administration
Mike Levenson - Department of General Administration
Rick Millburn - Department of General Administration
Steve Morris - Department of Labor & Industries
Hugh Mose - Intercity Transit
Art O'Neal - City of Olympia
Bob Patrick - City of Lacey

Bob Rice - Department of Wildlife
Dave Riker - City of Olympia
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Leonard Smith - City of Tumwater
Ken Solt - Department of Natural Resources
Todd Stamm - Thurston County
John Swander - Department of General Administration
John Swannack - Department of Licensing
Pete Swensson - City of Olympia
Derek Valley - Washington State Capital Museum
Cateлин Williams - State Energy Office
Carl Wilson - Thurston County

Community Action Response Team

Joan Dubiell
Mark Bean
Frank Densmore
John Drebeck
Lloyd Holman
Jeff Jaksich
Del Jensen
The Honorable Mary Lux
Ron Rants

Consultants

Zimmer Gunsul Frasca Partnership

Architects and Planners (Prime Consultant)

Steinmann Grayson Smylie, Inc.

Facilities Programming

Jones & Jones

Landscape Architects

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